CITY OF HAYWARD

AGENDA REPORT

AGENDA DATE 09/13/05

AGENDA ITEM _____

WORK SESSION ITEM 2

TO: Mayor and City Council
Planning Commission

FROM: Director of Community and Economic Development

SUBJECT: South Hayward BART/Mission Boulevard Concept Plan

RECOMMENDATION:

It is recommended that the City Council and Planning Commission review and comment on this report.

BACKGROUND:

In October of 2004, the City Council authorized the preparation of a conceptual design plan for the South Hayward BART/Mission Boulevard area. In the vicinity of the South Hayward BART Station, opportunities exist within walking distance of the station to encourage transit-oriented development, particularly on vacant and underutilized properties. The conceptual design plan will illustrate how future redevelopment of the area could be compatible with the surrounding neighborhoods and will articulate an overall circulation pattern and transportation linkages for the South Hayward BART Station.

At the last joint work session on June 21 and the last community meeting on July 11, staff presented two land use scenarios. The "Suburban" concept envisions less dense residential development than does the "Urban" scenario. Both concepts encourage inclusion of retail and office space in mixed-use development along Mission Boulevard and call for transit-oriented development around the South Hayward BART Station. Two residential land use categories associated primarily with the Urban concept exceed the City's current highest density designation of 17.4 to 34.8 dwelling units per net acre. These two new designations are the Mission Boulevard Residential designation (34.8 to 75.0 units per net acre) and the Station Area Residential designation (75.0 to 100.0 units per net acre). The maps associated with the previous two scenarios, which were presented and summarized at the June 21 work session, are attached as Exhibits A and B.

DISCUSSION

The study process has reached a point where environmental review is appropriate. Staff will be developing a program environmental impact report (EIR) in the following months to analyze impacts that could occur as a result of potential development scenarios. As with previous EIRs associated with recent studies, such as the Mission-Garin Annexation Study, staff anticipates analyzing various development scenarios in the program EIR, to ensure a full range of

environmental impacts are addressed. In that regard, staff is proposing to analyze a low (Suburban concept), high (Urban concept) and a middle range of development scenarios.

The middle scenario is proposed as a "Blended" concept, incorporating components of the previous two concepts. The Blended scenario envisions a transit-oriented development concept by indicating higher residential densities near the South Hayward BART station, "feathering out" to lesser densities further away from the station. Also, the Blended concept indicates a variety of uses throughout the study area, including limited mixed-use "nodes" at various intersections and locations, residential uses at various densities and commercial/retail uses at key locations throughout the study area. A map associated with this scenario is included as Exhibit C.

Exhibit D indicates the dwelling unit and commercial square footage potential associated with all three development concepts. The Blended concept envisions potential for 1,635 to 3,219 net new additional units, compared to 1,165 to 2,607 units for the Suburban concept and 2,375 to 5,039 net new additional units for the Urban concept. By way of comparison, the residential development potential under the existing General Plan is approximately 700 to 1,400 dwelling units. Regarding commercial development potential, the Blended concept indicates potential for a reduction of 155,870 square feet of commercial space to an addition of 55,177 square feet of new space, compared to a reduction of 149,870 square feet to an addition of 46,804 square feet of new space for the Suburban concept and reduction of 73,563 square feet of space to addition of 209,142 square feet of new commercial sapce associated with the Urban concept.

A summary of the Blended concept compared with the Suburban and Urban concepts is highlighted in each of the seven subareas in the following sections (see Exhibit E for subarea locations).

Subarea 1. This subarea is comprised primarily of the K-Mart site at the southwest corner of Harder Road and Mission Boulevard. As was encouraged at the June 21 work session, the Blended concept incorporates one of the two options shown for the Suburban concept; a southern gateway to Auto Row with space for two new auto dealerships.

Subarea 2. This subarea includes all parcels from the K-Mart site south to Jefferson Street. North of Sorenson Road, which includes the Haymont Center, the Blended concept proposes residential development at 17.4 to 34.8 units per net acre, with a Mixed Use component at the southern end, just north of Sorenson Road. These designations are consistent with a preliminary plan proposed by the owner for the Haymont Center site. Given the distance of more than a half-mile walking distance from the South Hayward BART station, the density is less than what was envisioned for the Suburban concept, and does not include the extent of Mixed Use development proposed in the Urban concept. The Blended concept also calls for improvements to the pedestrian/bicycle overpass at the end of Sorenson Road, as did both of the previous scenarios.

As does the Suburban concept, the Blended concept envisions an expanded school site totaling 12 acres with a new school building along the Mission Boulevard frontage and playfields behind the school in the western portion of the site. A Mixed Use component is included between the school site and Jefferson Street, to complement the Mixed Use proposed to the south of Jefferson Street, resulting in a mixed use "node" at this intersection. As did the previous

scenarios, this concept also calls for improvements to the existing pedestrian/bicycle underpass at the BART tracks.

Subarea 3. This subarea includes all parcels fronting Mission Boulevard (both sides) between Jefferson Street and Tennyson Road. On the east side of Mission Boulevard, the Blended concept is similar to the Suburban concept, with the following exceptions: the site south of Hancock Street is designated as High Density Residential (up to 34.8 units per net acre), to match the rest of the residential designations in this area on the east side of Mission Boulevard, and the site between Webster and Hancock Streets is designated as Mixed Use, to reflect a project being proposed at this site and to provide some local-serving retail opportunities in the immediate area.

On the west side of Mission Boulevard, Mixed Use is shown at each end of the subarea (the Suburban concept also showed Mixed Use at the southern end), and Mission Boulevard Residential (34.8 to 75.0 units per net acre) with a frontage lane is shown throughout the remainder of the subarea. Although this residential designation was not shown for either of the two previous scenarios, staff felt it appropriate to provide residential opportunities at a higher density in this location along Mission Boulevard, within a half-mile walking distance of the BART station. Also, the amount of Mixed Use designations has been reduced overall throughout the study area, in response to concerns the market may not support the amount of Mixed Use previously envisioned.

Subarea 4. This subarea includes the BART station, intermodal access facilities, BART parking lots, and all other parcels between Tennyson Road and Valle Vista Avenue. The most intensive residential development, both in terms of density and height, is focused in this subarea.

For the west side of Mission Boulevard, the Blended concept is in keeping with the Urban concept and envisions the highest density residential use (up to 100 units per net acre) for most of the BART properties and the Perry & Key/Caltrans properties to the east of Dixon Street, with a retail component along Mission Boulevard to serve local residents. Also, the area in front of the BART station containing the bus transfer facilities has been narrowed and reconfigured in a more east/west "U-shaped" orientation, allowing for greater development potential on the BART properties. According to market analysis, sufficient retail space is provided in the ground level of the parking structure shown in the northern portion of the BART station site. Such space is envisioned to primarily serve BART patrons, including BART customers in surrounding future developments.

Dixon Street is shown as an enhanced pedestrian corridor between Tennyson Road and Industrial Parkway, as are streets in the subdivision north of Tennyson Road, to encourage greater pedestrian access to the BART Station.

BART has been analyzing development potential on its properties during the last few months. The Blended concept is generally consistent with scenarios BART is analyzing. A more detailed discussion of the BART efforts is included later in this report.

For the properties in this subarea to the east of Mission Boulevard, land uses are shown as being consistent with those in the Suburban concept. However, a recreational/entertainment facility is now indicated for the approximately three acre area at the southeast corner of Tennyson Road and Mission Boulevard, in response to those that wish to see such facilities in

the area. Although more analysis would be needed, staff felt this site could be appropriate for such facility, given the 30-acre park that is proposed to the east associated with the development recently approved at the La Vista Quarry site and the proposed community center site to the south at Valle Vista Avenue.

Subarea 5. This subarea includes all parcels west of Mission Boulevard between Valle Vista Avenue and Industrial Parkway. The vacant Caltrans parcels on either side of Dixon Street have prime development potential. The Blended concept reflects the Urban concept, with a slightly expanded area (now 4.19 acres) for the community center site at Valle Vista Avenue and Mission Boulevard, and a slightly expanded Mixed Use component at the southern end of the subarea along Industrial Parkway, to provide for a more substantial Mixed Use node at this importation intersection.

Subarea 6. This subarea includes all properties east of Mission Boulevard between Valle Vista Avenue and Industrial Parkway. The Blended concept indicates High Density Residential (up to 34.8 units per net acre) for the areas envisioned for redevelopment in this area. The Suburban concept indicates Medium Density Residential (8.7 to 17.4 units per net acre); however, staff felt it more appropriate to indicate higher density residential in this area, given its proximity to the BART station, Mission Boulevard and the grocery store/community center sites.

Subarea 7. This subarea is comprised of the Holiday Bowl site, the adjacent multi-family apartments, and the parcels across Mission Boulevard north of Garin Avenue. The Blended concept matches the Urban concept, recognizing that a hotel/conference facility may not be feasible in the near-term. While initial consideration was given to the possibility of a recreation/entertainment complex on this site, it appears that land costs create financial pressure points that undermine the feasibility of such a facility.

BART Study

To complement the larger City study, Caltrans awarded BART a community planning grant to further analyze the South Hayward BART Station and create transit-oriented development design principles and an access improvement plan that could be used to inform future public sector investments and guide private developers' plans on and around the BART property. BART staff believes that reorganizing the existing intermodal access facilities (e.g., bus transfer bays) will optimize opportunities for transit-oriented development and is evaluating location, type and costs of structured parking.

The scenarios that BART is now analyzing are more consistent with the Blended concept than previous scenarios, in that no BART parking is assumed east of Dixon Street and higher density residential use is assumed for the BART property around the station. However, the number of units that BART is considering in one of their scenarios is greater than those indicated in the Blended concept, mainly due to BART's inclusion of housing units on the northern portion of their current parking lot, where the City is looking only at a parking structure with limited retail on the ground floor.

BART staff is conducting further analysis on three scenarios, all of which utilize the "U-shaped" bus transfer configuration indicated in the Blended concept. The first scenario assumes a density of 73 units per net acre and maximum parking ratios for residential development, based on the City's parking standards and 100% replacement parking for BART patrons.

BART parking spaces would be included within buildings/garages that would also include residential parking spaces on both the north (seven stories plus basement) and south (four to five stories plus partial basement) sides of the BART property to the west of Dixon Street. The second scenario, which would result in 99 units per net acre, assumes about 75% BART replacement parking, utilizing reduced transit-oriented development (TOD) parking ratios, with residential and BART parking spaces to be included within buildings/garages on both the north (seven stories) and south (four to six stories without basement) sides of the BART property. The third scenario assumes maximized density (128 units per net acre) and assumes about 50% BART replacement parking, also utilizing TOD parking ratios. Buildings would be seven stories in height and design would be especially important to mitigate visual impacts if this scenario is pursued. Given the close proximity of the BART station and the fact that the BART parking lot is rarely full, staff would be supportive of scenarios that envision reduced BART replacement parking.

The ultimate layout and design of development surrounding the BART station will involve consideration of many factors, primary of which relates to provision of parking for both residents and BART patrons. Regarding assumed parking ratios for residential uses and in the context of a new zoning district envisioned for the BART station area, City staff is supportive of consideration of a reduced parking ratio for residential developments. Two of the three scenarios described in the preceding paragraph envision a TOD parking ratio of 1.3 spaces for 2 bedroom units and 1.0 space for 1-bedroom units. Staff recommends for purposes of analysis that 1.0 parking space be considered for any unit in immediate proximity to the BART station, regardless of number of bedrooms.

BART staff will be holding a community meeting on September 14, to present their analysis to date and to receive feedback from the public. City staff will continue to work with BART staff throughout the process and will relay any concerns Council members and Commissioners have to them.

NEXT STEPS:

The purpose of this work session is to provide a summary of the draft "Blended" concept and invite any comments or concerns you may have at this time. Preparation of a Program Environmental Impact Report (EIR) will follow, with a work session on the Draft EIR before the City Council and public hearing before the Planning Commission scheduled for the fall. It is anticipated that the draft Concept Plan will be presented for public review at a community meeting in the winter, followed by public hearings before the Planning Commission and the City Council in the first quarter of next year.

Prepared by:

David Rizk, Senior Planner

Recommended by:

Sylvia Ehrenthal
Director of Community and Economic Development

Approved by:

Jesús Armas, City Manager

Attachments:
- Exhibit A. Suburban Concept Map
- Exhibit B. Urban Concept Map
- Exhibit C. Blended Concept Map
- Exhibit D. Development Program Summary of Three Concepts
- Exhibit E. Concept Plan Study Area with Subareas

9/1/05

DUE TO THE LENGTH OR COLOR OF THE REFERENCED EXHIBITS, THEY HAVE BEEN ATTACHED AS SEPARATE LINKS.